

Douglas County, NE  
OJJDP 2020/21 Title II – Racial Ethnic Disparities Grant  
Program (Title II – R/ED)  
Standard Operating Procedures

---

*April 2022*

## Table of Contents

Table of Contents.....	2
Introduction .....	3
Definitions .....	3
Eligibility for Funding.....	7
Local Development and Review of Grant Application.....	8
Acceptance of Funds and Conditions .....	10
Budget Monitoring and Sub-Grant Adjustment Requests .....	11
Suspension and Termination of Funds.....	12
Financial Reporting Requirements .....	13
Activity Reporting Requirements.....	13
Conflict of Interest.....	14
Appendix A: Title II Advisory Council Member Expectations.....	15
Appendix B: Sample Review Rubric.....	17
Appendix C: Sample Quarterly Activity Report Form.....	22
Appendix D: Sample Monthly Program Data Report Form.....	24
Appendix E: Sample Monthly Individual Participant Data Report Form.....	25
Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact.....	26

## Introduction

---

OJJDP 2020/21 Title II – Racial Ethnic Disparities (Title II – R/ED) federal grant aids in the establishment and provisions of community-based services for youth of color who come into contact with the juvenile justice system and/or to prevent youth of color from coming into contact with the juvenile justice system. Title II – R/ED grant's purpose is to promote civil rights, increase access to justice, support crime victims, protect the public from crime and evolving threats and build better trust between law enforcement and the community. Activities under this grant must deal with the core requirements of Title II which include the following:

- Deinstitutionalization of status offenders
- Separation of juveniles from adult inmates
- Removal of juveniles from adult jails and lockups
- Identification and reduction of racial and ethnic disparities (R/ED)

The procedures herein are applicable to Douglas County departments and community-based organizations requesting and receiving funds distributed by the County with the intent to provide community-based services to juveniles under programs aligned with evidence-based practices through the use of OJJDP Title II R/ED funds. Douglas County and any sub-recipients of grant funding must also comply with Douglas County's general grant policies and procedures.

## Definitions

---

The following terms and definitions will be used for purposes of this document:

### **Applicant**

Refers to the county and/or to local organizations that have applied for OJJDP 2020/21 Title II–R/ED funding.

### **Budget Review Committee**

A team of county representatives designated to monitor the OJJDP 2020/21 Title II – R/ED funding grant budget. This committee includes the following members, as identified by their county position and, as applicable, role relative to the federal grant award:

Grant Coordinator/ Project Administrator

Director Budget and Finance/ Fiscal Officer  
Chief Administrative Officer  
Deputy County Administrator over Juvenile Services  
Accountant, County Administration  
Chair, County Child and Youth Services Committee

Additional participants may be invited to attend on an ad-hoc basis to address specific budget questions.

### **Cash Report/Invoice**

Document prepared by the sub-grantee that reports monthly expenditures and may serve as a request for funds.

### **OJJDP**

Federal agency of the Office of Juvenile Justice and Delinquency Prevention Office responsible for administering the federal Title II grant.

### **Juvenile Justice Stewardship Group (JJSG)**

JJSG is a County committee responsible for the implementation and oversight of all juvenile justice initiatives within Douglas County. The Juvenile Justice Stewardship Group serves as Douglas County's community team.

### **Comprehensive Juvenile Services Community Plan**

Also known as "Community Plan," a document created by the Community Team and approved by the County Board that covers four years of planning for juveniles within the community. Comprehensive juvenile services community plans must be developed every four years under Nebraska law, and submitted to the Nebraska Crime Commission Director of the Community-based Juvenile Services Aid Program for approval. A copy of this document is available at: [https://ncc.nebraska.gov/sites/ncc.nebraska.gov/files/doc/Douglas%20County\\_0.pdf](https://ncc.nebraska.gov/sites/ncc.nebraska.gov/files/doc/Douglas%20County_0.pdf)

### **Conflict of Interest**

Includes situations where the individual would be required to take any action or make any decision that may cause financial benefit or detriment to him or her, a member of his or her immediate family, or a business or organization with which he or she is directly associated.

**Contingency**

A condition that must be satisfied prior to the awarding of a grant.

**Evidence-Based or Evidence-Supported Practice**

Program that can demonstrate that it effectively reduces youth involvement in the juvenile or criminal justice system as outlined in the Request for Application or are implementing a nationally recognized evidence-based or evidence-supported program. All programs must identify and reduce racial ethnic disparities through the juvenile justice continuum.

**Grant Award Packet**

An agreement between OJJDP and the County that awards funds; specifies terms; sets conditions on the receipt, usage, and documentation of funds; and specifies other conditions deemed necessary by the Project Director of the OJJDP Title II grant funds.

**Project Administrator**

County employee who works in collaboration with the Project Director to facilitate administration of Douglas County's OJJDP 2020/21 Title II-R/ED grant. The staff member designated as the Project Administrator shall be indicated on the cover page of the federal application and shall serve as a secondary point of contact for correspondence from the OJJDP related to training and requirements. This individual is encompassed in any references to "grant staff" in this document.

**Project Director**

Deputy County Administrator Over Juvenile Services will be designated as the Project Director and serve as the main point of contact for OJJDP 2020/21 Title II-R/ED grant and receives all grant correspondence from OJJDP. The Project Director facilitates administration of Douglas County OJJDP 2020/21 Title II-R/ED grant. The staff member designated as the Project Director shall be indicated on the cover page of the federal application. This individual is encompassed in any references to "grant staff" in this document.

**Request for Application**

Announcement and solicitation for applications by the County to meet the conditions of the OJJDP 2020/21 Title II R/ED grant that is administered by OJJDP. The Request for Application includes, program specifications, application procedures, evidence-based practice requirements, and pre-determined allocation amounts. The information included in the Request for Application is subject to change contingent upon statutory requirements, agency requirements, evaluation outcomes, and evidence-based practices and principles.

**Sub-Grant Adjustment Request**

Process by which Douglas County requests permission from OJJDP to change an aspect of the grant award as approved. Types include Program Modification, Change in Project Personnel, Project Period Change, and Budget Revision.

**Sub-Grantee or Sub-Recipient**

Refers to applicants that have accepted the grant award from the County for the OJJDP 2020/21 Title II – R/ED federal grant.

**Title II Advisory Council**

The Douglas County Deputy County Administrator over Juvenile Justice appoints a 5 to 7-member Title II Advisory Council to review requests and make recommendations to the Juvenile Justice Stewardship Group (JJSG) in the development of Douglas County's implementation of the OJJDP 2020/21 Title II–R/ED grant funding. Membership does not overlap with JJSG membership. New members participate in orientation provided by grant staff regarding the OJJDP 2020/21 Title II–R/ED funding and adhere to the expectations and responsibilities outlined in Appendix A. Members serve for terms of one year.

## Eligibility for Funding

---

In distributing funds provided under the OJJDP 2020/21 Title II–R/ED funding, the County shall prioritize programs and services that will divert juveniles of color from the juvenile justice system, reduce the population of juveniles in juvenile detention and secure confinement, and assist in transitioning juveniles from out-of-home to in-home placements. Programs and services shall be designed to serve and target youth of color and families who are eleven through eighteen years of age. All requests must be allowable and comport with all other funding requirements and limitations specified in the Request for Application.

Funds received under the OJJDP 2020/21 Title II–R/ED funding shall be used to develop, support and enhance the capacity of a nonparticipating state to implement comprehensive, evidence-based and promising programs to meet the needs of at-risk and youth who come into contact with JJ system that involves collaboration with key partners to support R/ED.

- Key partners include: law enforcement, juvenile justice system stakeholders, court, detention, corrections, jails, youth-serving agencies, service providers and schools
- Some examples of areas OJJDP strongly supports that are evidence-based and promising programs are:
  - Programs or initiatives to eliminate or prevent the detention or confinement of youth in adult jails
  - Intensive supervision in the youth’s home as a placement alternative and use of EM when appropriate
  - Emergency foster care, shelter care, group care and IL arrangements
  - Crisis intervention services, short-term residential crisis intervention programs and nonsecure holdovers that can be used for conflict mediation, emergency holding and emergency attention for youth with physical or emotional problems
  - Programs or initiatives to examine issues or improve policies, procedures and services specifically devoted to identifying and reducing RED among youth who come into contact with JJ system

## Local Development and Review of Grant Application

---

Evaluation and funding decisions by all reviewing entities will be determined based on the following criteria:

- Eligibility of the applicant;
- Adherence to federal and state requirements and guidelines;
- Completeness, clarity, continuity, and consistency of the written application. The written application shall include all sections and information as outlined in the Request for Application;
- Ability and capacity of the proposed program to make an impact on the identified problem, Douglas County Comprehensive Juvenile Services Plan, and the goals of federal Title II grant funding;
- Assessment of the needs of youth and families in the community and identified ways to effectively meet these needs.
- Assessment of the relationship between the proposed program and existing models or analyses of evidence-based practices. If the program is not aligned with evidence-based practices, the review process will consider how the applicant's proposal will move the program closer to such an alignment;
- Other resources available to address the problem including an explanation of how the grant applicant's proposal will work with or coordinate with existing resources;
- Cost effectiveness of the proposed project;
- Amount of funds available;
- Ability to measure outcomes on effectiveness and impact on youth and families; and
- If previously funded, the performance and ability of the applicant to manage a grant program, including the timely submission of required reports to Douglas County.

Applications received by the deadline established by the Project Director shall receive initial review by the Title II Advisory Council. The Title II Advisory Council will conduct a review of the applications, taking into consideration the criteria listed above. Title II Advisory Council members will complete and submit to grant staff a scoring rubric for each application (see Appendix B: Sample Review Rubric).



County grant staff will review all applications and prepare summary documents to aid in Title II Advisory Council review. Grant staff will also serve as a resource to the Title II Advisory Council, facilitating review meetings, identifying requests incongruent with the Request for Application requirements, providing recipient reporting history, or seeking clarification from applicants, for example. Grant staff will compile completed scoring rubrics, take detailed notes of review discussion, and prepare summary documents outlining applications, review discussion, ineligible requests, and recommendations of Title II Advisory Council. To the extent possible, summary documents will include at least the following for each application: strengths, areas for improvement, and any budget or other contingency issues requiring resolution or rendering a request ineligible. Upon completion of Title II Advisory Council review, funding recommendations and summary comments shall be sent to the JJSG.

The JJSG will conduct a final review of the applications. The JJSG shall take the recommendations from the Title II Advisory Council under advisement before issuing a final decision on the grant applications. Final funding determinations will be made by a majority vote of the community team. The JJSG may:

- Vote to adopt the funding recommendations and contingencies of the Title II Advisory Council;
- Modify the recommendations of the Title II Advisory Council, which may include additional contingencies or requirements that the applicant must meet in order to receive funding; or
- Reject any recommendation made by the Title II Advisory Council and establish its own funding determination. Any funding determinations contrary to the recommendations of the Title II Advisory Council shall include a written justification.

Voting by the JJSG will be made in accordance with the team's rules of order and the "Nebraska Open Meetings Act," as appropriate.

A funding award in one grant time period is not a guarantee of funding in any subsequent grant time periods.

## Acceptance of Funds and Conditions

---

Upon notification of approval from OJJDP, the County will be required to accept the grant award packet.

Once all the steps have been taken to accept the grant award packet and all necessary documents are received by OJJDP, the County will be eligible to receive funds as outlined in the grant award packet. At this time the County will be able to enter into contractual agreements with programs and/or services as itemized within the application submitted to OJJDP. By acceptance of the funds, sub-grantees shall also comply with all fiscal and program audits by Douglas County and the federal government.

Failure to satisfactorily meet any of the conditions outlined in the grant award or to submit the required reports or documents by the deadlines or to meet the terms of the sub-grantee contract may result in the sub-grantee placed on an improvement plan or in the suspension of the sub-grantee's funds. Any suspension of funds may be rescinded upon resolving the identified deficiencies. Reasonable efforts will be made by the Project Director to work with the sub-grantee prior to the suspension of funds.

Funds shall be used exclusively in accordance with the statutory obligations of federal law and OJJDP federal regulations.

Sub-grantees who misuse funds for unallowable expenses are subject to suspension or termination by Douglas County or OJJDP. Douglas County or OJJDP will require the sub-grantee to return misused funds.

## Budget Monitoring and Sub-Grant Adjustment Requests

---

The Project Administrator will engage in regular, ongoing monitoring of grant budget throughout the grant project period and will be responsible for compiling, submitting and maintaining timely and accurate financial reports and records.

The Budget Review Committee will convene, at minimum, every year to examine actual expenditures and to project anticipated expenditures to year end. The Project Administrator will supply Committee with documentation summarizing grant budget status.

At least five days prior to the meeting of the Budget Committee, the Project Administrator may distribute a “Project Update Survey” regarding programs receiving funding. Survey shall include current grant award expenditures, number of youths served in project period, and potential need for additional funding for eligible services.

The Budget Review Committee will identify expenditures and projections that don’t align with the approved grant budget. In circumstances in which actual expenditures fall short of budgeted expenditures, the Committee will determine whether and how to pursue a Sub-Grant Adjustment Request for Budget Revision according to the following considerations:

- Opportunities to re-allocate an unobligated award balance will be prioritized among existing services and sub-recipients in the current grant. Secondary opportunities for re-allocation include eligible and allowable services or programs that were requested and partially funded or not funded in the initial grant development cycle. New additional services may be sought through a new application process.
- The Budget Review Committee shall assign an unobligated balance to an existing or new budget Line Item or consistent with the priorities outlined in the previous bullet point, In circumstances in which actual expenditures exceed budgeted expenditures, the Budget Review Committee will determine coverage of expenditures from other programs and seek resolution to prevent further spending.

In the case of a determination to seek new additional services through a new application, the process will mimic the procedures outlined in the preceding “Funding

Application Process” and “Local Development and Review of Grant Application” sections, to the extent practical. Before initiating a new application, the Project Director will contact OJJDP to advise as to intent to develop a Sub-Grant Adjustment Request and to confirm allowability to seek new applications. The Project Director will prepare the appropriate form and narrative for submission to the OJJDP for review and approval and document the process of developing the Sub-Grant Adjustment Request in the grant file.

Sub-grant adjustment requests for Change in Project Personnel or Project Period Change may be executed as necessary by County grant staff in cooperation with County Administration.

## Suspension and Termination of Funds

---

Suspension of funds may occur when the sub-grantee is out of compliance with any state or federal laws, guidelines or requirements; or fails to comply with the conditions stated in the grant award and contract. In order to suspend funds, the following procedures shall be followed:

- The OJJDP Project Administrator or his or her designee shall notify the Project Director who will subsequently notify the sub-grantee of the suspension of funds and provide conditions of reinstatement;
- The Project Director, upon authorization from the OJJDP Project Administrator or his or her designee, may reinstate a suspension if the sub-grantee has taken steps to correct non-compliant activities; and
- If the sub-grantee has not taken steps to correct the non-compliant activities within 90 days, the suspended funds shall be considered terminated.

Termination of funds shall occur for failure to comply with the conditions of reinstatement. Sub-grantees that have spent money contrary to the grant award packet will be required to repay misspent funds to the County. Any funds returned shall be handled in accordance with state and federal law.

## Financial Reporting Requirements

---

All sub-grantees shall be required to submit financial reports as prescribed by the grant award, and contract with Douglas County. Financial reports shall be submitted to the Project Administrator or his or her designee. Funding is subject to suspension if:

- The Project Director or his or her designee does not receive reports by required deadlines.
- The Project Director or his or her designee finds discrepancies between financial reports and permissible uses of funding described in the grant award packet or this chapter, and the sub-contractor fails to provide a plan for corrective action within ten (10) working days of receiving notification of discrepancy.

If reasonable efforts have been made by the Project Director or designee to address deficiencies in reporting and the sub-grantee continues to be out of compliance with the financial reporting requirements, the funds will be deemed terminated.

## Activity Reporting Requirements

---

All sub-grantees shall be required to submit quarterly activity reports as prescribed by the grant award. These quarterly activity reports shall describe how the program/service met the goals of the comprehensive juvenile services community plans and how the outcomes for program/service participants during the quarter resulted in reduced racial/ethnic disparities for at risk youth and youth involved in the juvenile justice system. Sub-grantees shall also submit monthly data reports, to include program-level and individual-level data on participants. Data collected shall include, but is not limited to the following: type of program or service, demographic information on the juveniles served, program outcomes, the total number of juveniles served, and the number of juveniles who completed the program or intervention. Sub-grantees will also be required to complete periodic assessments on the risks, needs, and strengths of program/service participants. This information will allow for evaluations of program/service effectiveness over time, and will create a comprehensive picture of the target population for each funded intervention.

Draft templates of the quarterly activity reports and monthly data collection forms, are attached to this document. These forms, along with the required strengths and needs assessment questionnaire, will be finalized after sub-grantees are selected to ensure the all relevant information is captured appropriately.

Douglas County also reserves the right to perform a fiscal audit and a program audit by the Program Director and/or designee on any sub-grantee to ensure compliance with all federal, state, local and contractual requirements.

## Conflict of Interest

---

Recipients of grant awards, recipients of contracts associated with grants, personnel involved in the Title II Advisory Council, JJSG and staff shall recuse themselves from participating in any discussion or vote regarding the grant application that directly involves their agency, institution, or personnel.

Any member of the Title II Advisory Council or JJSG may raise the issue of a potential conflict

## Appendix A: Title II Advisory Council Member Expectations

### **OJJDP 2020/21 TITLE II – R/ED GRANT COMMUNITY TEAM TITLE II ADVISORY COUNCIL MEMBER EXPECTATIONS AND RESPONSIBILITIES**

The OJJDP 2020/21 Title II – R/ED grant aids in the establishment and provision of community-based services for juveniles of color who come in contact with the juvenile justice system or to prevent juvenile of color from coming into contact with the juvenile justice system. The Juvenile Justice Stewardship Group serves as Douglas County’s community team. The Juvenile Justice Stewardship Group desires an Title II Advisory Council to review sub-applications for funding and make recommendations in accordance with OJJDP Title II requirements and the Douglas County’s Comprehensive Juvenile Services Plan and other guidance provided by the Juvenile Justice Stewardship Group and OJJDP.

Title II Advisory Council members must be Douglas County residents who are not current members of the Juvenile Justice Stewardship Group. Title II Advisory Council members shall not represent entities seeking funding under the OJJDP Title II federal grant.

Title II Advisory Council members will be expected to attend a number of meetings during the term of service. These meetings will be held during normal business hours and include:

- Orientation/ training meeting (1)
- Sub-application review meetings (2 in approximately May to June)

Members will be expected to contribute additional time individually as needed to review sub-applications, Douglas County’s Comprehensive Juvenile Services Plan, OJJDP Title II requirements and other resources. Other related meetings may be scheduled as needed.

Title II Advisory Council members additionally agree to:

1. Foster a culture of trusting collaboration and participate in open, honest and respectful debate.
2. Agree that upholding and honoring youth dignity should be at the forefront of the juvenile justice system, along with the belief that the system can, and should, change the life trajectories of system-involved youth for the better.
3. Discuss disproportionately with respect and tolerance. Commit to deliberation based on facts and supported by local data.
4. Commit to building on the success of existing local efforts rather than duplicating efforts.
5. Support a process which improves equity for at-risk and system-involved youth of color, remaining vigilant of the implications of program access and design upon youth of color.
6. Encourage a system of care based upon the needs of the youth and family which provides resources and comprehensive services to children without requiring involvement with the formal juvenile justice system.
7. Participate in strategic decision making that supports developing, enhancing, and implementing culturally responsive programs which value and honor the race, ethnicity and culture of youth and families within neighborhoods where they reside.
8. Participate in strategic decision making, guided by data, to address Douglas County juvenile justice challenges, such as racial and ethnic disparities, trauma-informed practices, and best practice and evidence-based approaches.

## Appendix A: Title II Advisory Council Member Expectations

9. Remain informed and engaged between meetings, completing agreed upon actions.
10. Respect the confidentiality of data and/or other information when shared in confidence within the Advisory Committee. This includes refraining from recording, videotaping, sharing or distributing Advisory Committee grant review products that are not intended for public view or marked as draft. Only final work products may be shared with the public and will be distributed by Douglas County staff.
11. Maintain the integrity of the review process, disclosing any known or potential conflicts of interest. This includes maintaining an ethical commitment to resisting inappropriate outside influence on the process and reporting the same to Douglas County staff as appropriate.
12. Work in good faith partnership with the Juvenile Justice Stewardship Group, JDAI Collaborative and associated work group members/community partners.  
Participate in shared decision making, endorsing recommendations made by the Title II Advisory Council and supporting subsequent decisions voted upon by the Juvenile Justice Stewardship Group.



## Appendix B: Sample Review Rubric

**TITLE OF PROJECT:**

**ENTITY REQUESTING FUNDING:**

### PROPOSAL SCORE CARD

Principle	Score (1 - 5)*	Notes
Need		
Impact		
Alignment		
Measurement		
Sustainability		
Target Population		
<b>TOTAL</b>		

**\*SCORING RANGE: 5 points:** Meets all aspects of principle. **0 points:** Does not meet principle.

#### KEY QUESTIONS:

**Need:** How well does the proposal articulate the need for the Program/Project? Is the need reflected/represented within the County's Community Plan?

**Impact:** Does the proposal directly impact at-risk and/or delinquent youth of color? Does the proposal advance juvenile justice system reform especially regarding youth of color?

**Alignment:** Are the proposed outcomes aligned with the Douglas County Community Plan and/or OJJDP Title II priority areas?

**Measurement:** Are the project strategies measurable and supporting the needs of at-risk/delinquent youth of color in Douglas County? How well does the proposal identify indicators of success and is there an established means to quantify the expected impact?

**Sustainability:** Is the project Budget realistic and cost effective?

**Target Population:** How well does the proposal reflect a contribution to the development and support of youth and families of color in Douglas County?

## Appendix B: Sample Review Rubric

ADHERENCE TO FEDERAL/STATE GUIDELINES
<p>1) Did the applicant adhere to OJJDP Title II – R/ED guidelines and Douglas County Application?</p> <p><b>Comments:</b></p>
<p>2) Are services aligned with OJJDP Title II – R/ED grant requirements and Douglas County Application?</p> <p><b>Comments:</b></p>
<p>3) Did applicant request any unallowable expenses (listed below)?</p> <p><b>Office Equipment:</b> includes purchase and rent of all office equipment and furniture, office furnishings, desks, chairs, bookcases, copying and faxing machines, etc.</p> <p><b>Office Space:</b> includes purchase and rent of space for office, warehousing, permanent parking facilities (state cars only) and storage.</p> <p><b>Overtime Costs:</b> costs associated with overtime rate of pay for personnel. This includes personnel for agencies who are subcontracted through this grant.</p> <p><b>Office Supplies:</b> costs of office supplies, such as stationery, forms, paper, ink, unexposed film, desk mat, calendars, stapler, floor mats, pens, pencils, pictures, inkjet/toner cartridges, ribbons, bookends, key, batteries, books, etc. These include expenses incurred in publishing reports and legal notices, advertising, duplication and copying services, book binding, picture framing, film processing, photographic services, etc.</p> <p><b>Indirect Organizational Costs:</b> charges to a grant or contract for indirect costs which include costs of an organization that are not readily assignable to a particular project, but are necessary to the operation of the organization and the performance of the project. Examples of costs usually treated as indirect include those incurred for facility operation and maintenance, depreciation, and administrative salaries.</p> <p><b>Construction of Facilities:</b> construction of secure detention facilities, secure youth treatment facilities, secure youth confinement facilities, capital construction of facilities, capital expenditures, and the lease or acquisition of such facilities.</p> <p><b>Food and/or Beverage:</b> costs are unallowable under any grant, cooperative agreement, and/or contract. Therefore, food and/or beverages cannot be purchased for any meeting, conference, training or other event. This restriction does not impact direct payment of per diem amounts to individuals</p>

## Appendix B: Sample Review Rubric

*attending a meeting or conference, as long as they fall within the guidelines. Additionally, this restriction does not impact costs for youth in programs or receiving services.*

**Comments:**

### COMPLETENESS & CLARITY

1) Completeness:

- ✓ Does the written application include all sections and information?
- ✓ Are all the necessary questions answered?
- ✓ Are the questions answered completely, partially, or not at all?
- ✓ Did the applicant fill out the program description for each program type?
- ✓ Did they represent which risk/needs assessment would be used?

**Comments:**

## Appendix B: Sample Review Rubric

2) Clarity:

- ✓ Are the answers clear and easy to understand?
- ✓ Do you understand the goal of each program being requested?
- ✓ Do you understand the impact the program/services will have on R/ED?

**Comments:**

### **ABILITY AND CAPACITY OF THE PROPOSED PROGRAM TO MAKE AN IMPACT ON THE IDENTIFIED PROBLEM AND COMMUNITY PLANNING PRIORITIES**

1) Does each program type align with the priorities identified in the community plan and OJJDP?

2) Does the applicant use current, local data to provide a concise description of the problem(s) or issue(s) they are trying to address?

### **ABILITY AND CAPACITY OF PROPOSED PROGRAMS TO USING PRACTICES SUPPORTED BY EVIDENCE-BASED PRACTICE, RESEARCH, OR ARE STANDARDIZED?**

1) Was evidence-based support given for each program type?

2) Did applicant demonstrate effectively how they will use best practices and policies in coordinating their program(s)?

## Appendix B: Sample Review Rubric

<b>COST EFFECTIVENESS OF THE PROPOSED PROJECT</b>	
1) Are there any concerns with the cost(s) of proposed programs and/or projects? If so, list the concerns and provide examples of how to more effectively run a program.	
<b>SUMMARY COMMENTS</b>	
<b>Strengths:</b>	
<b>Areas for Improvement:</b>	
<b>Overall Comments:</b>	
<b>Title II Advisory Council Member:</b>	

## Appendix C: Sample Quarterly Activity Report Form

### Sub-Grantee Quarterly Activity Report Form

Reporting Period: \_\_\_\_\_

#### Award Information:

Sub-grantee Name: \_\_\_\_\_

Program/Service Name: \_\_\_\_\_

Sub-Award Number: \_\_\_\_\_

1. Was there grant activity during the reporting period? *Grant activity is defined as proposed activities in the Douglas County- approved grant application that are implemented or executed with the Douglas County grant.*

\_\_\_ Yes      \_\_\_ No

If you selected "Yes," continue to Question 2.

If you selected "No," explain why no funds were expended during the reporting period and what steps are being taken to prepare for the next reporting period:

---

---

---

---

2. How much grant funds were expended during the quarter? \_\_\_\_\_

3. How many participants were served during the quarter? \_\_\_\_\_

## Appendix C: Sample Quarterly Activity Report Form

### Narrative Questions:

1. What were your accomplishments during the reporting period?

---

---

---

---

---

2. What goals were accomplished during the reporting period, as they relate to the goals you entered on your grant application?

---

---

---

---

---

3. What problems/barriers did you encounter, if any, during the reporting period that prevented you from reaching your goals or milestones?

---

---

---

---

---

4. Can Douglas County offer assistance to address any problems/barriers you identified in Question #3? If so, please describe.

---

---

---

---

---

## Appendix D: Sample Monthly Program Data Report Form

MONTHLY OUTPUT REPORTING												
Category	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23
Number of individual youth served, by race/ethnicity												
Total												
Black												
Hispanic												
Native American/Alaska Native												
Asian/Pacific Islander/Native Hawaiian												
White												
Other												
Unknown												
Number of individual youth served, by age												
10												
11												
12												
13												
14												
15												
16												
17												
Number of new youth enrolled during the month												
Snapshot count of youth on last day of month												
Number of youth who exited program, by status												
Successful completion												
Unsuccessful completion												
<i>Terminated from program for rule violations</i>												
<i>Youth withdrew/stopped participating</i>												
<i>Parent/guardian withdrew child</i>												
<i>Youth was not appropriate for program/service</i>												
<i>Other</i>												



## Appendix E: Sample Monthly Individual Participant Data Report Form

<b>PROGRAM/SERVICE ROSTER VARIABLE</b>	<b>VARIABLE DESCRIPTION</b>
Youth Name	First and last name of youth served by/participating in program/service
DOB	Birth date of participant (mm/dd/yyyy)
Race	Youth's self-identified race
Ethnicity	Youth's self-identified ethnicity
Gender	Youth's self-identified gender
Zip Code of Residence	Zip code where youth currently lives
Agency Name	Sub-grantee name
Program Name	Name of program/service
Program Type	Type of program/service
Youth Referred to Program by...	Entity referring youth to the program/service
Date Youth Referred to Program	Date youth was referred to subgrantee's program/service
Youth Accepted into Program (Y/N)	Indicator for whether youth was accepted to program/service
Date Youth Accepted into Program	Date youth was accepted to program/service (if applicable)
Program Start Date	Date youth began participation in the program/service
Age at Program Start	Youth's age on program start date
Youth on Probation at Program Start	Indicator for whether youth is actively on probation on program start date
Youth is a State Ward at Program Start	Indicator for whether youth is actively a State Ward on program start date
Youth is in Detention at Program Start	Indicator for whether youth is actively in detention on program start date
Risk/Needs Assessment Score at Program Start	Risk/Needs level on program start date, as determined by universal program assessment form
Program End Date	Date youth ended participation in the program/service
Program End Reason	Reason youth ended participation in the program/service
Youth on Probation at Program End	Indicator for whether youth is actively on probation on program end date
Youth is a State Ward at Program End	Indicator for whether youth is actively a State Ward on program end date
Youth is in Detention at Program End	Indicator for whether youth is actively in detention on program end date
Risk/Needs Assessment Score at Program End	Risk/Needs level on program start date, as determined by universal program assessment form

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

### COMMUNITY AND INDIVIDUAL NEEDS TO IMPACT R/ED

The next steps for Douglas County to take in addressing R/ED issues will be informed by the findings from a 2006 study examining the causes of DMC and the R/ED issues DMC creates. Douglas County will be utilizing the study from Dr. Kakar to assist in determining the needed programs and services in our community.

By combining official criminal justice data regarding system-involved youth and focus group discussion results from juvenile justice stakeholders, partners, and grassroots community leaders, Kakar (2006, p. 378) identified six types of factors that contribute to DMC: (1) system factors, (2) social factors, (3) family/parental factors, (4) education factors, (5) individual factors, and (6) economic factors. Data from local sources illustrates the prevalence of these factors in Douglas County, especially in our communities of color.

*(1) System Factors.* System factors that result in disproportionate minority contact “include bias, lack of alternatives to arrest, inadequate resources, inequitable access to adequate legal representation, inequitable access to programs in the community, and higher police presence” (Kakar, 2006, p. 378).

### Relevant Data

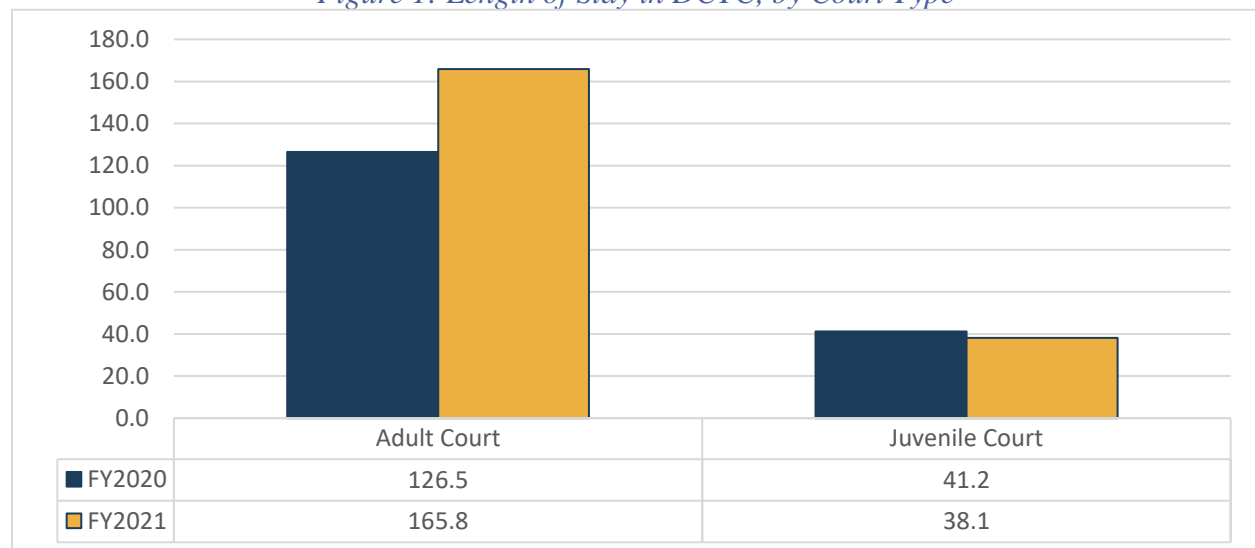
It is important to note that youth in Douglas County do commit serious crimes, some on multiple occasions, and such offenses warrant formal justice system interventions. During 2020, Omaha police arrested 418 unique youth on felony charges. Just under 20% (n=80) of all youth arrested in 2020 were arrested or cited on felony gun charges; 11 of these youth had at least one prior felony gun charge. Among all 418 arrested, 76 (18%) had at least two prior felony arrests within the last six years, with 16 having four or more prior felony arrests in that same timeframe. As of July 1, 2021, 52% of youth detained in DCYC (29 out of 56) were held for robbery or

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

offenses involving the possession and/or use of a weapon. When assault and homicide charges are considered, two-thirds of the juveniles in DCYC were detained for violent crimes. While it is important to hold youth accountable for their actions, the manner in which these cases are processed through the courts often results in R/ED.

In 2019, 74 youth were held at DCYC on charges being processed through the adult court system. The majority of these 74 were non-white (n=66; 89.2%) and male (n=69; 93.2%). Only 28 juveniles charged as adults (37.8%) had their cases transferred back to juvenile court or had their charges dismissed and records of the case sealed. Figure 2, below, shows that youth charged as adults are generally detained for three- to four-times as long as youth in the juvenile system.

*Figure 1: Length of Stay in DCYC, by Court Type*



Given the previous discussions regarding the characteristics of youth most likely to end up in the juvenile justice system, generally, and in detention facilities, specifically, it should come as no surprise to find that approximately 90% of DCYC population on any given day is comprised of youth of color. This inequity is perpetuated for youth charged as adults. Furthermore, approximately two-thirds of the youth tried as adults were sentenced to terms of adult probation,

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

jail, or prison, resulting in an overrepresentation of non-white youth in the correctional system. The existing R/ED at these system end-points can only be remedied through adjustments and changes to the decision-making processes at the front-end.

*(2) Social Factors.* The social factors underlying racial and ethnic disparities “include distressed neighborhoods, represented by lack of stability, lack of role models, inadequate services, lack of concern, inadequate alternatives, lack of incentives, and lack of attachment to the neighborhood, community disorganization, neighborhood environment, and media” (Kakar, 2006, p. 378).

### **Relevant Data**

Much of the recent violence in Omaha, particularly events involving weapons possession and use, stems from gang-related issues. The Omaha community has made a conscious effort to address youth violence, including youth gang violence, since the early 1980s. Since that time, elected officials, foundations, and youth-serving organizations have championed a number of programs and initiatives to reduce youth violence in Douglas County. While Omaha has experienced many successes through the development and implementation of these initiatives, the problem persists.

Recently, two separate shootings took place in a crowded mall on one of the busiest shopping days of the week. In one incident, a police officer was shot in the face and the top of his head when interviewing a 21-year-old suspect who had been detained by mall security for allegedly shoplifting a package of t-shirts (Conley, 2021, May 17). The suspect fled and was apprehended approximately 45 miles away, outside of Lincoln, Nebraska, after being pursued in a high-speed

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

chase. In the second event, two teenagers went to the mall with the alleged intent to confront members of a rival gang. During the confrontation, one of the teenagers shot two individuals, killing one victim and injuring the other (Conley, 2021, May 27). This incident led to further violence with retaliatory killings of three other youth by fellow teenagers, all from the same community neighborhood, in a two-week time period. All of the individuals involved in these incidents, with the exception of the wounded police officer, were black.

It is important to recognize that R/ED is not just an issue for the juvenile and criminal justice systems with regard to offenders, but non-white youth are also disproportionately represented as victims of violent crime. Violent crime impacts the entire community, especially communities of color where such crimes occur at disproportionately higher rates. Violent crime often results in property damage to innocent property owners, diminished property values, high insurance rates, and community blight and decay as business move out and buildings are shuttered and abandoned. However, the greatest threat presented by violent crime is its harm to public safety, in both the direct victims of targeted violence and the indirect consequences that arise from these actions. According to the National Center for Health Statistics, Center for Disease Control, more than 100 million emergency department visits occur annually, and one-third are the results of violence. African American youth living in communities with high levels of poverty and crime make up nearly half of all emergency room visits for the treatment of injuries resulting from violent crime (e.g., fights, stabbings, shootings). Moreover, homicide is the leading cause of death for African American males between the ages of 15 and 24. Exposure to community violence instills fear and in youth, who may feel unsafe and subsequently join gangs for protection (Garbarino, et al, 2004; Salzinger et al., 2002). Such exposure to community violence is also one of the Adverse

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

Childhood Experiences (ACEs) that can increase the potential for antisocial behavior patterns, often resulting in imprisonment, in adults. The fact that the demographics of youth most likely to be involved with the child welfare and juvenile justice systems are the same as those of youth most likely to be victims of violence, and that these youth are likely to be members of racial/ethnic minority groups, underscores the need for community-based initiatives to provide prevention and early intervention services for at-risk youth and their families.

(3) *Family/Parental Factors*. The overrepresentation of youth of color in the juvenile justice system may also be the result of factors within the family dynamic. Such factors may “include family structure, conflict, lack of attachment, lack of concern, family history, parenting and discipline, lack of nurturing, lack of awareness, illiteracy, and lack of skills” (Kakar, 2006, p. 378).

### **Relevant Data**

In 2021, researchers from the OMNI Institute conducted an environmental scan to examine the needs, assets, and barriers within the community, and ways in which service delivery could be improved for youth and families within Douglas County (Davidson, et al., 2021). One resource area in which this study noted Douglas County to be deficient was related to parental engagement and family relationships. Specifically, few prevention and early intervention services exist for at-risk families; most of the available resources require formal involvement with the justice or child welfare systems before youth and their families can access the programs and services they need. It should be no surprise that parents feel frustration at a system they perceive as punitive and tautological, when they try to find services that will prevent their children from winding up in the

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

system, but formal system involvement is required in order for most parents to learn about, or take advantage of, such services.

**(4) Educational Factors.** Certain educational factors may place youth of color at a higher risk for involvement in the juvenile justice system, such as “school discipline problems, poor academic performance, lack of commitment to school, lack of attachment to school, inadequate curriculum, dropout, and truancy” (Kakar, 2006, p. 378).

### **Relevant Data**

One of the precursors to formal juvenile justice system involvement is chronic school absenteeism (Gakh et al., 2020; Hirsch et al., 2018; Zhang et al., 2010). While data from local schools demonstrate that chronic absenteeism is widespread at the high school level (34% of high school students in Douglas County missed 15 days or more during the 2018-19 school year), students of color and low-income students are over-represented among those experiencing chronic absenteeism. Disproportionate rates of chronic absenteeism exist among Black and Hispanic youth when compared to the respective proportions of the student population that they represent. This disparity becomes even more apparent when poverty level is considered.

Figures 3 and 4, below, detail absenteeism rates by poverty level and race/ethnicity, and show that youth of color were significantly overrepresented in those experiencing poverty. For example, black youth accounted for about 15% of all students, but 80% of black students experienced poverty. Among all students, one-quarter of all students living in poverty were black. Similarly, 78% of Hispanic students experienced poverty, and nearly 40% of all students living in

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

Figure 2: Absenteeism Rates by Race/Ethnicity

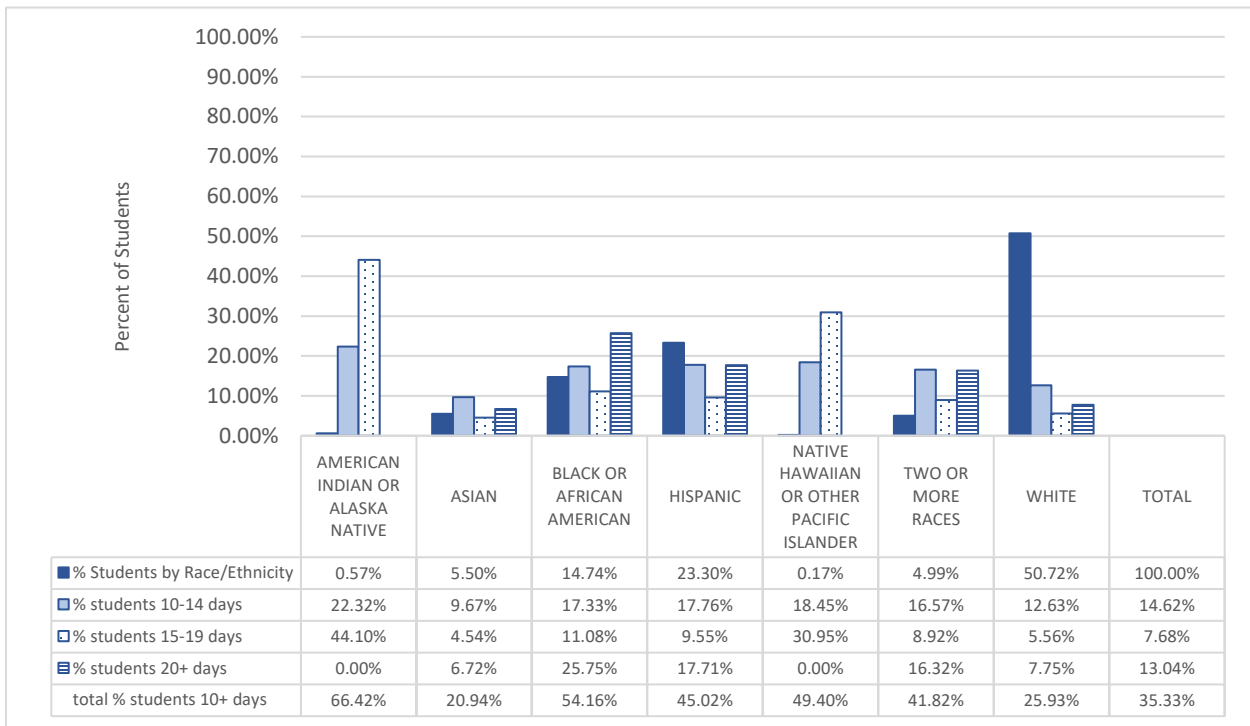
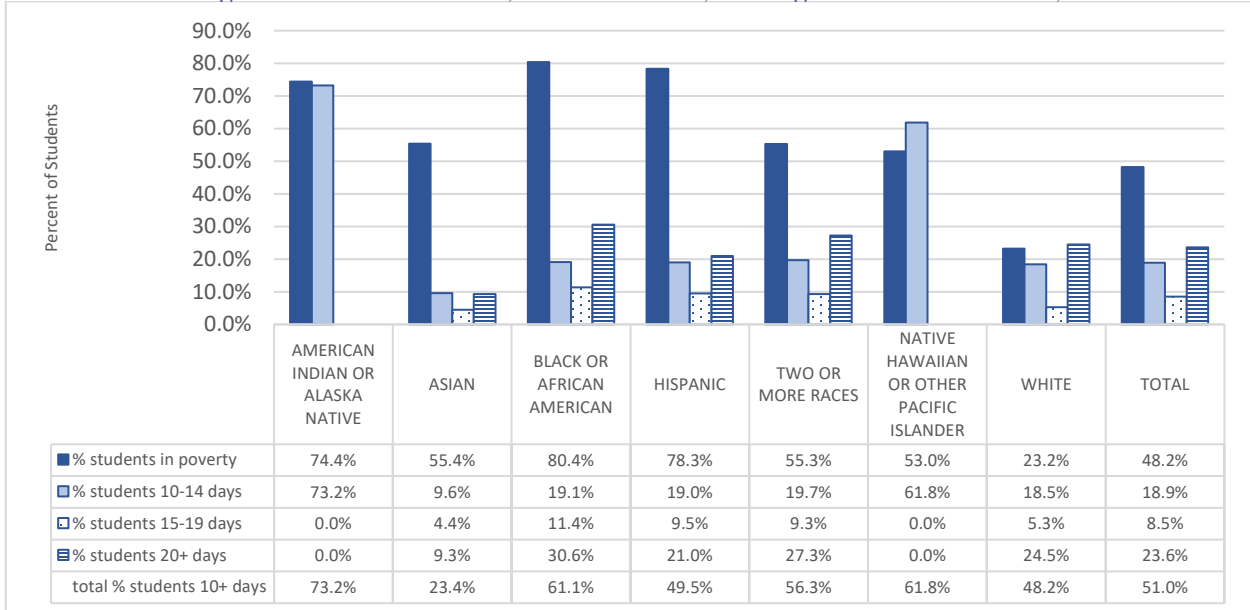


Figure 3: Absenteeism by Race/Ethnicity among Students in Poverty



poverty were Hispanic. Overall, Hispanic youth accounted for about 23% of the student population. Given the disproportionate representation of racial/ethnic minority students among both those who have excessive absenteeism and those who are experiencing poverty, it is no



## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

surprise to find that youth of color who experience poverty have higher rates of absenteeism than their counterparts who do not live in poverty.

As mentioned, chronic absenteeism is often a precursor to juvenile justice and/or child welfare involvement. Research has shown that one key contributing factor to the overrepresentation of non-white youth in the juvenile justice system is the “school-to-prison pipeline,” which refers to the unintentional pathway that can be created when schools adopt zero-tolerance policies and over-involve police in the enforcement of school rules. Data on this topic suggests that these types of policies and practices result in disproportionately higher in-school disciplinary actions and arrest rates among youth of color, even though youth of all races engage in similar rates of misconduct at school (Novak, 2019; Owens, 2017; Skiba et al., 2014). Involvement in structured and prosocial activities, including school and after-school programs, has been shown to Reduce delinquency in youth (Mahoney & Stattin, 2000; Wooditch et al., 2014). The chronic absenteeism rates in Douglas County among youth of color from low-income areas are especially troubling when situated in the context of a lack of programs and support services in these communities. Without community-based alternatives to provide positive, organized activities to occupy the free time of youth not attending school, it is not surprising that many begin to associate with delinquent peer groups and eventually come into formal contact with the justice system.

**(5) Individual Factors.** Individual factors related to higher proportions of minority youth in detention “include physical and mental development, temperament, friends, inadequate resources, lack of belief in the society and system, self-esteem, lack of responsibility, and lack of motivation.” (Kakar, 2006, p. 378).

## Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact

### **Relevant Data**

OMNI's environmental scan (Davidson et al., 2021) revealed insecurity for many Douglas County youth in their most basic needs (e.g., housing, employment, transportation, and food). In addition, many youth and families struggle to meet their mental and behavioral health needs. There are multiple reasons for this, including a lack of availability (both within geographical boundaries and outside of a traditional 8a.m.-to-5p.m. work schedule), an inability to pay, long waiting lists for in-patient treatment, and few providers willing to take youth with significant mental health issues or histories of violence. Behaviors related to mental illness may be interpreted by authority figures, such as teachers and law enforcement officers, as intentional defiance or disregard for the rules and result in justice system contact. This has the ability to create R/ED in low-income communities of color in which such mental health resources are scarce. Individual factors may also compound educational factors, where chronic absenteeism and truancy serves as a latent indicator of more serious underlying issues, such as a lack of transportation or a lack of child care that requires older youth to be responsible for their younger siblings in the absence of parental supervision. Recall from earlier the intersectionality of race/ethnicity, poverty, and rates of school absenteeism; it is likely that individual factors play a role in these levels of disproportionality.

(6) *Economic Factors*. Kakar (2006, p. 378) considers economic factors to be such things as “extreme poverty, inadequate resources, lack of employment opportunities, and media.”

### **Relevant Data**

In Douglas County, the unemployment rate among non-white adults and youth is nearly six times that of other parts of the county, and the unemployment rate among African Americans

## **Appendix F: Kakar's (2006) Factors that Contribute to Disproportionate Minority Contact**

is nearly 25% compared to 4% for Whites. Omaha has the fifth-highest African American poverty rate among the nation's 100 largest cities, with more than one in three black residents in Omaha living below the poverty line. Recall from Table 1, presented earlier, that nearly two-thirds of youth entering DCYC come from communities where over 20%, and sometimes upwards of 30%, of children under the age of 18 live in poverty. In the zip code which accounts for the highest number of DCYC admissions, just under half of all youth in the community live in poverty. The inability of youth of color and their families to overcome economic factors undoubtedly increases the level of difficulty they face in overcoming obstacles from the other five factors, and compounds the issues contributing to their DMC in the justice system.